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**PROBLEMS FACED BY WORKERS IN
THE PRAIRIE REGION AND
TERRITORIES WHOSE ACCESS TO
FUTURE EDUCATION AND EMPLOYMENT
IS AFFECTED BY THEIR NEED FOR
BASIC ADULT EDUCATION**

Noel Stoodley

**Skill
Development
Leave Task
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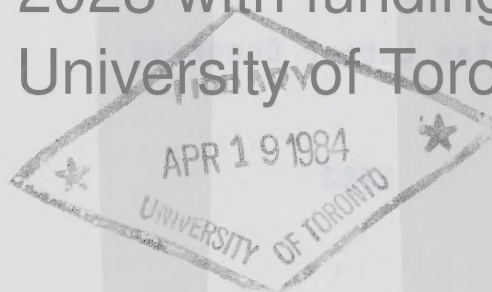
Noel Stoodley

Canadian Labour Congress

1983

This is one in a series of background papers prepared for the Task Force on Skill Development Leave. The opinions expressed are those of the author(s) and do not necessarily reflect the views of the Task Force or the Department of Employment and Immigration.

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SUMMARY AND OVERVIEW

The 1970's in Western Canada were characterized by high growth, upward wage pressures in high growth areas and generally lower unemployment than the rest of Canada. This situation has changed dramatically in the past two years due to the economic decline, especially in energy industries and with the cancellation of several mega-projects. As a result, the Western Region of Canada which a few years ago held bright prospects for workers has now dimmed significantly. These changes, however, have not affected the need to provide better adult basic education opportunities for workers.

Western Canada and the Territories experience a higher rate of illiteracy within their population base than Canada as a whole (31% vs. 28%). The problem of illiteracy in Western Canada and the Territories is much like the rest of Canada in many respects in that illiterate persons suffer from high unemployment, are very much dependent on social assistance, have a greater tendency toward crime, often experience racial discrimination and have a lack of opportunities for greater upward mobility.

The problem of illiteracy in this region of Canada creates a number of negative socio-economic impacts. Illiteracy is a major problem which continues to put pressure on sustained poverty. Illiterate persons have a much greater difficulty finding work. This problem is expected to become much worse in the future as many of the traditional occupations decline due to technology changes and the growing demand for workers requiring much more highly skilled workers.

The ability of under-educated workers to obtain a higher education or vocational training is restricted by their need for basic adult education.

Greater effort in the area of adult basic education is required if we are to make full use of valuable human resources. There is justification in improving adult basic education from two perspectives. The first is that by providing improved education to the under-educated it improves their opportunities for employment. Improved employment opportunities for these individuals means reduced public costs of unemployment insurance and social assistance. The second perspective is that it is the right of all individuals to receive a publicly funded basic education. The fact that their basic education was interrupted at an earlier time in their life should not mean they are no longer entitled to this same basic right that is extended to all Canadians.

Basic adult education has been given serious attention since the '60's in Canada. As programs have grown in popularity, however, governments have tended to restrict funding which in turn has ultimately restricted the available opportunities for adult basic education. This is unfortunate for several reasons. First of all the amount of basic adult education is not sufficient to provide an opportunity for workers to improve their employability at a fast enough rate. Literacy training is only reaching about 6% of the illiterate persons per year. When technological advances and changes in society are considered, this means we are probably losing ground on basic literacy training. Secondly, the funds that are currently spent on literacy suffer from poor co-ordination with other programs and as a result are not of maximum benefit to workers. Thirdly, relating to disadvantaged workers I have found that it is preferable, but not always possible, for disadvantaged workers to participate in presently available education programs for the following reasons:

- (a) institutionally established artificial enrollment standards curtail access

- (b) the need for special support programs such as child care and financial assistance
- (c) special efforts to advance disadvantaged groups to a qualifying level of regular programs.

If the above stated requirements are unattainable then special programs specifically designed for specific disadvantaged groups are necessary.

For those workers who have received adult education the experiences have largely been positive although there is still frustration with many of the ABE programs. Most workers have found that their employment opportunities have improved after taking ABE and of equal importance they feel more self confident and that they have taken a major step in their life. Obviously, ABE is a major factor in giving workers a more positive attitude toward work and life in general. The benefit of access to adult basic education is perhaps best expressed in the following comment of an individual who went back and completed his Grade 12.

"Some men I work with have taken this GED test and have really done well by doing so. When an individual can go from Grade 7 or 8 in school and 20 or 30 years later come up with a Grade 11 or 12 standing, that is really good, or an accomplishment achieved. In most cases it has helped for promotions with the Department of Highways".

This paper reviews the general education and employment problems faced by special target groups, and particularly those of the Western Canadian Labour Force. Inasmuch as certain sectors of the labour force encounter special problems with employment, the role of special education programs for these sectors needs to be considered in order to provide ultimately a mechanism to assist with equalizing employment opportunities.

Many women currently in the labour force hold the same level of educational attainment as their male counterparts; yet they still receive far lower rates of pay and far fewer opportunities for employment. Women encounter special problems related to employment and education. Education issues for women are double-edged. The lack of education is a particular problem for under-educated women because they experience severe difficulties obtaining employment and have a much greater tendency toward long periods of unemployment than do under-educated men.

In terms of paid education for women, there is a particular need to target these services to under-educated women, especially many of those whose work is being made redundant by technological change. In addition, women workers also require additional support services in terms of child rearing since they still carry extensive family responsibilities. For well educated women, education programs are required more as part of affirmative action efforts so that social barriers can be removed which inhibit women from making full use of the education and skills they have already acquired.

As to young workers, the problems faced by this sector of the labour force relate primarily to their chronically high level of unemployment. In particular, young workers who do not complete their education to at least the secondary level are especially susceptible to high unemployment.

As a result, programs focused on this target group must provide for innovative work/study combinations which reinforce positive attitudes and ideas from discussion toward worklife and seek to create effective career patterns, and incorporate learning about labour unions and their role in society.

Older workers should be particular targets for paid educational leave programs. Changes in the demographic and economic patterns are making it necessary for older workers to work beyond 65 years of age. This is largely due to the ineffectiveness of existing pension systems. Like women, older workers face problems due to technological change. Although older workers experience lower rates of unemployment, they also experience longer unemployment periods once job loss has occurred, with very little hope of finding another job. It is shown in this section of the report that older workers suffer more serious hardship from unemployment than younger workers. Paid educational leave programs for older workers are required also in order to maintain labour force productivity. The design of these programs also requires special considerations.

Achieving adequate representation of indigenous persons in the labour force is a continuing problem, particularly in this region of Canada. First among these problems is actually identifying the percentage of the population comprised by indigenous persons. Due to the extensive discrimination experienced by these people, they often do not identify themselves as such in census studies. It is clear from available statistics however that major demographic shifts are occurring with respect to the indigenous population. Paramount among these trends is the continually larger share of the population they represent as well as the tendency toward urbanization

In terms of the participation rate of indigenous people in the labour force, they suffer from extremely low participation rates relative to other groups. Unemployment rates are also extremely high (35% to 75%

in Saskatchewan) depending on location. Although the reasons for low labour force participation and high unemployment are complex to say the least, low education and training levels are among the most obvious. The issue of training and education was given attention at the Working Together Conference held in Regina in 1981. This Conference resulted in the development of a comprehensive list of recommendations for the training and education of indigenous persons. A listing of relevant recommendations is included in this report.

Training and education for the handicapped was given substantial attention by governments and non-governmental organizations during the seventies. The major outcome of much of this programming has been the development of the sheltered workshop. Over time sheltered workshops have been classified to reflect the degree to which handicapped workers can obtain productivity levels sufficient to be self supporting. Most workshops require subsidies. It is estimated that, under current conditions, only about 10 to 15 percent of the handicapped population will ever be able to maintain self supporting productivity levels whether in a workshop or not. The majority (85%) will require subsidies although, by involving handicapped workers in work design, more could be fully employed without subsidies.

One of the issues related to subsidy is the matter of the subsidy which the handicapped workers themselves provide in the form of wages below the statutory minimum. This issue has caused many sheltered workshops to become labelled as "sheltered sweatshops". In addition to the issues of designing proper training programs for the handicapped, there is also the question of "rights advocacy" which most handicapped workers

do not enjoy due to the fact that they are not unionized.

Finally, two worker-related issues -- migrants from other regions and workers in remote areas -- are discussed. Insofar as migrants from other regions are concerned, a major caution is expressed that programs which encourage or facilitate worker mobility do not become used as a substitute for training and industrial development. In terms of workers in remote areas, the major challenge is to provide innovative design and delivery of training and education so that workers in these regions can develop much needed job skills to take advantage of employment opportunities in their home areas.

Much of the body of material which follows deals with paid educational leave as it relates to employment. This should not be taken to suggest that it is labour's view that more education and training will resolve the unemployment problem. More paid educational leave and job skills training, however, will serve to benefit the average worker as well as Canadian industry and governments because it will serve to equalize employment opportunities within the workforce. While education and training are important to employment development, it would be unrealistic to pretend that the lack of adequate education and training in Canada today -- bad as that is -- can be charged with causing the outrageous unemployment level in our country. That in itself is sufficient justification to proceed with paid educational leave programs. Continuing basic education and training will also provide the learning skills which workers will need to maintain employment in the future since it will increase their value in the economy and their ability to transfer from low demand jobs to high demand jobs.

1. CURRENT PROGRAMS FOR REDUCTION OF ILLITERACY IN WESTERN CANADA AND THE EFFECT ON WORKERS

1.1.1 An Historical Perspective

Nationally, adult education was highlighted in the sixties with acts such as the Technical Vocational Training Assistance Act and the Adult Occupational Training Act. These acts along with the "New Start Program" were designed to show national intent to provide opportunities for training and retraining of "socially and educationally disadvantaged adults". In 1979, a major review was conducted of adult training efforts by Audry Thomas, (Towards an Adult Basic Education Policy for Saskatchewan, 1979). In this review Thomas noted that in terms of demand for adult basic education (ABE), there had been an increased diversification of ABE programming as well as a growth in awareness by many more people that they were eligible for ABE programming under the various available schemes.

The response on the part of governments to this increasing demand, however, was to restrict the supply of ABE by applying more strict interpretation of Federal acts and by cutting back funds for academic upgrading. CEIC in its 1977 policy review of ABE programs noted that these programs had been serving "a far wider range of clients than envisaged in 1967." ² As a result of this policy review there was a shift in emphasis in programming. This shift resulted in a concentration on training to levels of Grades 8 - 10 and a de-emphasis on Grades 1 - 7 and 11 - 12. The primary rationale for this shift was so that program funds would be targeted most directly at improving the employment of program clients.

2. Canada Employment and Immigration, The Canada Manpower Training Program: A Policy Review, Ottawa, September 1977, pp 13 - 14.

Adult Basic Education courses have been delivered by a variety of agencies in the Western region of Canada. For example, various provincial vocational institutes and colleges in major centres have served as delivery agents. In rural areas, local school boards have been contracted to deliver ABE programs. ABE programs have also been delivered through libraries, correctional centres, penitentiaries, university extension departments, special social development agencies and a variety of outreach programs. In the past ten years, however, all three prairie provinces have opted for more or less centralized programs at least in terms of curricula and certification.

1.1.2 Adult Basic Education Programs

There are generally eight categories of ABE programs in Western Canada. Included in these eight are programs such as the following:

- English as a Second Language (ESL)
- Adult Academic 1 - 12
- Basic Job Readiness Training (BJRT)
- Life Skills
- High School completion
- General Education Development Certificate (GED)
- General Education Development Preparation (GED prep)
- Literacy

Of these programs delivered in Saskatchewan in 1980, the most popular were ESL (29%), Adult Academic 1 - 12 (16%), GED (24%) and High School completion (16%). Literacy programs accounted for only 4% of the individuals trained and BJRT accounted for only 6% of those trained. A total of 8,300 persons were trained in Saskatchewan in 1979 - 80 at a total cost of \$5,338,000 or \$643 per trainee.

In the majority of cases programs were delivered to certain types of students as is noted below: *

Adult Academic 1 - 12, BJRT, Life Skills: Female, between 20 and 29, some high school education, single, head of household, attending full-time, CEIC sponsored.

ESL: Male, between 20 and 29, some high school education, employed full-time, attending part-time.

Literacy: Male or female, between 20 and 39, less than Grade 8 education, employed full-time, attending part-time.

High School Completion: Female, between 20 and 29, some high school education, employed full-time, attending part-time.

GED, GED Prep: Female, between 20 and 29, some high school education, employed full-time, attending part-time.

* source: Interim Report of Adult Basic Education Committee, October 1980, Saskatchewan Continuing Education, Page 7.

Over 90% of those attending ABE programs were sponsored. Sponsored learners tended to stay longer and had a higher incidence of completing their studies. Sponsored learners logged a total of 317 average hours compared to only 68 average hours for unsponsored learners.

Enrolment in courses tended to increase dramatically in the second year of operation as the programs became more well known. Enrolment in the literacy programs offered by the Saskatoon and Parkland Community Colleges increased 280% and 275% respectively in their second years of operation.

Withdrawal from ABE courses were almost always due to personal problems (i.e. health, financial or marital). These problems were often described as being of crisis proportions as students seemed, of necessity, to be more concerned with basic survival than with self-improvement.

1.2 Effectiveness of Adult Basic Education Programs For Workers

A number of criticisms have been stated of past and current efforts in the area of adult basic education and literacy training. These criticisms include low input levels, lack of general policy and program co-ordination, access restriction caused by geographic, economic and social-cultural barriers, lack of continuity and poor delivery modes.

These problems can be viewed from two perspectives; that of the unemployed and that of the employed. From the unemployed persons point of view, education is the only real avenue to gainful employment. From the perspective of the unemployed, existing ABE programs funding, especially in terms of literacy training, is insufficient to meet their needs. There are 30,000 unemployed persons in Manitoba, Saskatchewan and Alberta classified as illiterate. Of the 6,000 in Saskatchewan, only about 350 or 6% are trained per year. At this rate it will take over 17 years to provide literacy training to these people. By then we will most certainly have revised our definitions of illiteracy upward to factor in changes in society, technology and work itself. In effect, we are probably losing ground with respect to literacy training.

As for the perspective of the illiterate person who is currently employed, the presently insufficient funding levels of literacy programs also hold. In addition to this problem, employed persons also encounter various other problems. First, lack of program co-ordination makes it difficult for working people to gain access to part-time courses. The fact that such programs are not co-ordinated effectively with employers puts additional strain on employees enrolled in ABE. Since they are not

allowed time off, there is no program to provide for further training and advancements, many need to travel significant distances to attend training programs, and there is a lack of flexibility in delivery modes (i.e. no home study method, lack of part-time programs, etc.). In some cases workers cannot qualify because they have not been out of school long enough or they are not eligible to receive financial support unless they attend on a full-time basis. For women and native and handicapped workers there is very little use of ABE programs as part of affirmative action programs which could assist in preparing affirmative action candidates for possible promotions.

1.3 Workers' Experiences with Adult Basic Education

Evaluations of the experiences of workers with adult basic education have for the most part been positive. According to a follow-up survey of the General Education Development Program completed by the Saskatchewan Department of Continuing Education in January 1982, most (64%) workers writing the GED did so to improve employment opportunities. After writing the exams 36% felt completing the GED exam helped "considerably" or "a great deal" in getting a job while another 36% felt the GED exam helped "somewhat" or "a little". Of those who used the GED program to get their high school equivalency, 80% said they experienced increased confidence in themselves and 72% felt that it was a major step in their lives. Employers also for the most part recognized the GED for hiring; 99% accepted a GED as a certificate in itself as criteria needed for hiring while 61% accepted it and asked for no other qualifications. Statistics, however, only tell a small part of the story. We have, therefore, included a number of personal comments from working people who have experienced adult basic education programs.

The following comments are excerpts from the Follow-up Survey of 1980 GED Graduates. (Ref. No. 2).

- This questionnaire was fine but my situation was different than most. I had really already graduated high school although your counsellors felt my education was not equivalent to your standards. I was told to go back to high school again which I refused. I did not feel it was necessary since I just finished graduating with honors. I do think that the evaluating system for those from outside of the province is a bit obsolete. Each student should be given this test before evaluation and then if they fail further recommendation should be given. I feel that I made somewhat of a fool of your counsellor since I scored in the top ten percent of your standings after I was told I would not be able to pass your Grade 12 with my present education. I did not have time to do any studying even though a test book was at my disposal. I think you should begin to evaluate your own system as far as out-of-province students are concerned. If I could pass this test with no problem whatsoever, score very high as far as you are concerned without even studying.
- After completing my GED I entered a Business College, graduated, and am now working and supporting myself. I no longer have to look to Social Services for assistance. Knowing that I could obtain my GED gave me encouragement to carry on, I now know I can achieve something further in my life. I thank you very much for the opportunity GED gave me and my little boy.
- The writing of the GED tests boosted my confidence so much that I felt I could do much better job-wise than I was. I applied at a bank prior to the writing and was refused because of my lack of Grade 12. I then wrote the GED exam and applied at a second bank and was accepted and put on a waiting list. This encouraged me further and I applied for a government job and was accepted as fifth on a waiting list and then four months later I was at the top of the list and went in for my interview and I am very proud to say it was successful and I am now working. I feel the GED tests were the major beginning. Thank you.
- As I noted before, I wrote these tests not for now but in the future. I'm in my late 40's but am not yet capable of working out. I was indeed very surprised I passed those tests, not having prepared for it but I believe it did give me more confidence in myself.
- I don't think a college person does enough work regarding to a person who wants to write the exam. Unless a person knows exactly what he or she wants to do with their certificate, they have no idea where they can go with it. I also found it rather difficult to obtain a preparation book, or where the exams were to be written.

- I feel employers do not have enough recognition for the GED. If you do have an up-to-date list of employers who do acknowledge the GED Certificate could you please send a copy of it to me.
- The first thing the GED did was improve my opinion of myself 100% Being a housewife since the age of 16, put me in a domestic rut and in such a situation it is hard to believe I could become any smarter. I wanted to do so many things since my divorce, but because of my grade 9 education, I didn't figure I could do it. The GED gave me that confidence. I am now running a word processor and learning a lot about computers because of the interface that connects the word processor and the typesetters. Without the GED I wouldn't have even applied for the job. Thank you.
- I'm now entering my second year of nursing at W.I.A.A.S. Institute and have received grades above average 3 to excellent 4. I'm very happy I chose to go the route with the GED, otherwise I'd still be trying to get my high school grade 12.
- Because of the GED exam I have gained greatly in self confidence, also I have a new job in the hospital which I love doing.
- I would like to see if at all possible more courses that a person could take after he has got his GED certificate offered in a small town area.
- Since passing the GED tests I haven't put it to much use yet. I've been cooking in road camps. But I am sure glad that I have it. I plan to put it to use in the future.
- I think the GED tests should be advertised so more people can take advantage of them. I only found out about GED test by asking a friend then by asking my son to find out more about it at school. I had no idea who to go to until I was told from school who to go to. Since then I have told different people about it and who to talk to.
- I am a senior citizen, completed with honors my grade 8 in 1927 - no schooling since. I was very happy to make grade 12 with some to spare.
- I expect the GED will be a great help in finding a job or in being promoted. The fact that I didn't have a complete 12 was a factor in me getting any promotions or some jobs when I was in the work force.
- I think this is a real good opportunity for students who can't for some reason, complete their grade 12 at the time they are in school, to be able to take the GED course of exams and go on to a trade school or to further their job opportunity.

- Thanks to GED I was able to get a grade 12 standing. If I want to go further, I now can get a further education.
- I find it a great satisfaction to say I have my grade 12 equivalency, and I am very happy there is such an examination for people like myself to take.
- I was advised by a Manpower counsellor to take the GED tests. A few weeks later I notified the counsellor of my results, I was hired by the federal government. Thank you.
- There are not too many jobs available in this area, but if I should happen to find a better position, I feel I would be more qualified, than before. In other words, I would dare ask for something, I would not have applied for, before the GED tests.
- I think projects and programs should be developed as introductions to practical on the job knowledge in trades (such as electricians). This would help people realize what it would really be like to earn a living in his chosen trade. It would help people who are uncertain and confused as to what they would like to pursue in the future.
- More people should be made aware (especially in the rural areas) of the opportunities to write the tests. There are many adults who would probably write the tests if they knew well in advance the dates, times, etc. so that they could make arrangements for baby sitters, etc.

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1.4 Extent of the Literacy Problem

1.4.1 Defined

The functionally illiterate make up that part of the population, 15 years of age and older, not attending school full-time and with a level of education less than grade nine. This definition of illiteracy is universal for developed nations and provides a basis for comparison among such countries. The United States for instance is reported to have 23 million people who are functionally illiterate (about 11% of the population). The true figure is probably closer to 20%, however, if one includes those 15 and older who have serious trouble reading, writing and speaking English.

1.4.2 Statistical Measures

The 1976 census estimated that 28% of the Canadian population was functionally illiterate according to the above definition. In the Canadian Prairie Region and Territories, the percentage of those functionally illiterate is 31%, slightly higher than Canada as a whole. More illiterate people live in cities in the west than in rural areas, however, this is due to the fact that 70% of the Prairie population lives in urban centres. Evidence suggests that the incidence of illiteracy is higher as a percentage of total population in rural areas. In Winnipeg, for example, an estimated 22% of the population is functionally illiterate, whereas the percentage is over 50% in areas such as Northern Saskatchewan and much of the Territories. Table 1 provides a more detailed breakdown of the illiterate portion of the population by age and level of schooling attained. While this information provides a profile for Saskatchewan only, it is fairly typical of the Prairie Region as a whole.

TABLE 1

SASKATCHEWAN POPULATION, 15 YEARS AND OVER, NOT ATTENDING
SCHOOL FULL-TIME, BY AGE AND LEVEL OF SCHOOLING, 1976*

AGE	LEVEL OF SCHOOLING										Total # %
	Less than Grade 5 # %	Grades 5-8 # %	Grades 9-10 # %	Grades 11-12 Incomplete # %	Complete Secondary or Post-Secondary						
					# %	# %					
15-19	725 2%	7,455 5%	22,720 19%	17,945 19%	9,310 5%	58,145 9%					
20-24	730 2	4,535 3	10,480 9	16,445 17	37,475 18	69,665 11					
25-29	755 2	5,275 3	9,135 7	11,350 12	36,325 18	62,835 10					
30-34	780 2	6,470 4	9,015 7	8,300 9	25,515 13	50,085 8					
35-44	2,375 6	19,990 13	20,530 17	13,840 14	33,290 16	90,015 15					
45-54	3,830 10	30,690 19	21,310 17	12,220 13	28,295 14	96,340 16					
55-64	5,365 13	37,810 24	17,660 14	9,330 10	19,005 9	89,175 14					
65-69	5,470 14	16,610 10	4,510 4	2,215 2	5,640 3	34,425 6					
70 and over	19,675 49	29,805 19	6,580 5	3,560 4	8,080 4	67,685 11					
TOTAL	39,715 6%	158,630 26%	121,945 20%	95,195 15%	202,890 33%	618,375 100%					

*

Statistics Canada Catalogue 92-827 (Bulletin 2.8), Table 30. Because of random rounding, totals do not necessarily equal the sum of individual rounded figures in distributions.

1.4.3 Linkages to Other Social Problems

Illiteracy is linked to a number of social and economic problems. People who are functionally illiterate have fewer work opportunities, a greater dependency on social assistance, tend to experience racial discrimination and are generally frustrated in terms of their abilities and opportunities to gain upward mobility. Illiterate persons typically lack self-confidence and are often trapped in a lifestyle pattern which is difficult to break and improve upon.

1.5 Unemployment

The Parliamentary Task Force on Employment Opportunities for the eighties, chaired by Warren Allmand noted that illiteracy was a major problem for many who wished to participate in the labour force but could not find work. Table 2 shows the labour force participation rates for the functionally illiterate by various age groups. The problem of low labour force participation is particularly serious for teenagers. Statistics Canada figures (1976 census) showed that overall labour force participation was only 44% for the under-educated. For those under-educated who managed to find work, their work opportunities were confined to only the lowest paying jobs.

TABLE 2

LABOUR FORCE PARTICIPATION OF THE
FUNCTIONALLY ILLITERATE BY AGE

<u>AGE</u>	<u>PARTICIPATION RATE</u>
15 - 19 years	31.4%
20 - 24 years	47.3%
25 - 34 years	54.1%
35 years and older	39.9%

Source: PARLIAMENTARY TASK FORCE ON EMPLOYMENT
IN THE '80's. Cat. No. XCZ-321/4 - 01E

1.6 Dependency on Social Assistance

According to the 1980 report of the Saskatchewan Adult Basic Education Committee (ABE), the typical recipient of social assistance in Saskatchewan has less than Grade 10 education, is female, in her twenties, lives in an urban centre and has one or more dependents. Of those receiving social assistance with less than a Grade 5 education, 46% are under 45 years of age and of those receiving assistance with less than Grade 9, 62% are under 45 years of age. The majority of these people (88%) are classified as employable but unable to find work because of their low level of academic and vocational qualifications and lack of self-confidence.

The Adult Basic Education Committee also noted that recipients with lower levels of education are more likely to be long-term beneficiaries; 63% of those with less than Grade 5 have received 25 or more monthly cheques, whereas only 20% of those with Grade 12 fell into that category. This is also consistent with the United States statistics which estimate that 33% of mothers on welfare are illiterate and that 50% of all welfare benefits were given to under-educated persons.

1.7 Crime and Illiteracy

According to the Correction Division, Saskatchewan Department of Social Services and the Solicitor General Canada, of total 1980 admissions to Saskatchewan correctional institutes and penitentiaries 39% had less than Grade 8 education, 61% had only Grade 10 education and 91% had less than a Grade 12 education. Of total admissions it is not usual to find that 70% or more are classified as "unskilled". The Correctional Service of Canada in its Report of the Joint Committee to Study Alternatives for the Housing of the Federal Female Offender (1978) noted that of those inmates surveyed:

- 64% would benefit from a life skills program
- 49% had requested vocational training programs
- 81% had requested permission to study in other educational institutions and of these 8% required basic education, 63% required secondary education and 29% required post-secondary education.

1.8 Racial Discrimination

The Parliamentary Task Force on Employment Opportunities for the '80's noted that, "illiteracy has been linked with racism which can lead to the destruction of a society or at least to the reduced realization of its potential and a fall in the possible quality of life of its members." * Illiteracy is prominent among minorities which experience racial discrimination. For example, an estimated 32% of Metis and Non-Status Indians in Western Canada have less than a Grade 8 education (1977 CEIC Survey of Metis and Non-Status Indians: National Demographic and Labour Force Report). Illiteracy tends to reinforce discrimination due to its association with unemployment, welfare dependency, crime and so forth.

1.9 Lack of Upward Mobility

Functionally illiterate persons experience a number of difficulties with upward mobility. While this is most directly related to their lack of ability to find secure employment, it is also closely related to their typically low level of self-confidence. Under-educated persons often experience feelings of inferiority and tend to be withdrawn. The increasing complexity of daily life requires that individuals have at least the basic skills of reading, writing and arithmetic in order to function with a minimum level of independence in society. When these skills are not present in under-educated people, they become publicly

embarrassed and correspondingly resentful, withdrawn and socially insecure.

* Page 69 - Ref. No. 9

1.10 Impacts of the Illiteracy Problem

The problem of illiteracy impacts negatively on society in a number of ways. As was discussed in the previous section, illiteracy has been linked with a number of socio-economic problems. What is clear from the previous discussion is that resolving the problem of illiteracy is of primary importance if we are to make full use of the available human resources in Canada. If such is to be the case then basic literacy training and adult education are prerequisites for the training and re-training of people to fill the growing demand for higher skills in the labour market.

1.10.1 Poverty

One of the major impacts of the current high rate of illiteracy in Canada is the pressure it creates to sustain poverty, particularly for those minority groups such as single parent mothers and natives who experience difficulty both completing their education and finding steady, rewarding employment. The under-educated have difficulty securing employment as was demonstrated in the low labour force participation rates previously identified in Table 2.

1.10.2 Ability to Find Work

For those under-educated who manage to find employment they are able to obtain only low paying jobs with no particular career opportunities. It is not surprising then that for under-educated workers, the hope of improved employment opportunities provides a major motivation to seek and complete adult basic education courses.

According to a recent survey (1982) of the General Education Development Certificate Program (GED) by the Saskatchewan Department of Continuing Education, 64% of those writing GED cited "improved employment opportunities" as their primary motivation to seek the GED

Certificate. Of this group, 78% felt the GED would improve their chances for a job and 49% felt that the GED would improve their chances for promotion. Obviously basic education is seen by workers as a major factor related to their upward mobility.

1.10.3 Ability to Find Work in the Future

The question of illiteracy is becoming increasingly important in Canada. It is important not only because of the slow rate at which we are reducing illiteracy levels (1.2% per year from 1971 - 1976), but also because of the nature of economic expansion in Canada. Industrial growth in the '80's is expected to be achieved primarily in areas such as electronics, robotics, information processing and office automation to name only a few. Unfortunately the limited employment growth in these areas is resulting in technological change and is largely serving to eliminate jobs for those already employed in occupations such as factory workers, telephone operators, secretaries, clerical and junior office staff. In Saskatchewan, 50% of the workers in these occupations tend to be educated only to the elementary level, 40% to secondary levels and 10% beyond secondary levels. Many of these workers tend to experience higher than average rates of unemployment in the prairie provinces as is shown in Table 3.

As technology changes the requirement for highly skilled workers trained in high technologies is generally not being met through workers who are being displaced in other industries. An ever-widening skill and pay gap is occurring between highly skilled new workers and the balance of the labour force, thus tending to reinforce the traditional association of low pay patterns with low skill and low employment patterns.

TABLE 3

	<u>MARCH 1983 AVERAGE UNEMPLOYMENT</u>	<u>RATE FOR THOSE WITH ELEMENTARY</u>	<u>RATE FOR THOSE WITH SECONDARY</u>
MANITOBA	10.8	11.8	13.2
SASKATCHEWAN	8.4	8.7	10.5
ALBERTA	12.3	15.3	15.4

Current thinking is that the need for new highly skilled workers in the high tech areas must be met through post-secondary training. It is argued that most workers currently in the workforce will not be able to learn the new technologies well enough to function effectively. Extreme caution must be used, however, to insure that this bias does not prevail in the design of future training courses whether they are based in institutions or in industry. Such a bias or training strategy will only serve to sustain high unemployment, low educational attainment and the skill obsolescence trends which are currently all too present in the Canadian labour force.

1.10.4 Ability to Obtain Higher Education.

The problem of illiteracy will have an even greater impact in the future on the ability of the under-educated to take advantage of vocational training. If the under-educated, whether they are unemployed or employed, are to be given any opportunity to work in the offices and factories of the future, many of them will first need basic literacy training prior to receiving further vocational training. Consideration must be given to the development of continuous re-training systems for adults. A continuous adult re-training system can be justified from two perspectives.

2. WOMEN IN THE LABOUR MARKET

2.1.1 Participation Rate

According to Statistics Canada, the number of women entering the labour force is rapidly growing. In particular, 49.6% of adult women (aged 15 and over) in Saskatchewan, are in the labour market. Moreover, of the total national employment growth in 1980, females 25 and over had the largest share (59.4%, 170,000) followed by males 25 and over (25.7%, 74,000), females 15-24 (11.5%, 33,000) and males 15-24 (3.4%, 10,000)¹. Labour force participation by women is estimated to approximate men's participation within the next twenty years.²

2.1.2 Marital Status

An analysis of the marital status of women in the labour force is significant in that it provides insight to their increased participation in the labour force. Women work for reasons of economic necessity. Two-thirds of working women in 1982 were married and the number of working two spouse families increased approximately 11% from 1971 to 1980. This indicates a need for both partners to work. The remaining one-third of working women are single, divorced or widowed, and therefore are single heads of households. For example, there were about 71,000 single parent families in the prairie region, 83% of these families were headed by women.³

1. Cohen, Leah, Technical Study 8: A Review of Women's Participation in the Non-Traditional Occupations, July 1981.
2. Statistics Canada, The Labour Force, Catalogue 71-001, March 1983.
3. Statistics Canada, 1981 Census, microfiche.

Women also work for psychological and emotional fulfillment, the same reasons men work.

2.1.3 Education

Generally more highly educated persons have a greater tendency to join the labour force than those with less education. While this holds for both sexes, it is particularly evident among women, and according to available statistics, females with lower levels of education appear not to work although much of the problem here is with the statistics themselves. Consideration must be given to part-time domestic workers which comprise the hidden labour statistics for women. Many women work as babysitters or domestics, do not declare income, and therefore are not statistically included as part of the labour force. Inclusion of these additional participants would affect the statistics. They would also provide a more significant comparison of educational levels between working men and women, as well as comparisons of earning power. Such a comparison would further illustrate the already wide gap between the wages of men and women.

According to 1982 Statistics Canada figures for Canada as a whole, there is no significant variance in educational levels of men and women for similar occupations. Thus, education does not appear to be a factor influencing the wage gap. The significances of wage gaps, educational differences and the sexes, lies in the type of training programs preferred by men and women - general arts courses for women versus job oriented programs for men.

2.1.4 Absenteeism

One of the great myths associated with women in the labour force is that women have a high absentee rate due to illness or accident. This

attitude is statistically unsubstantiated, but has been used as an excuse by many employers for not hiring women. A statistics Canada study which spanned four years (1978 to 1981) revealed that men were more likely to be absent from work due to illness or accident for two or more weeks per year than their female counterparts. The study found that males were absent an average of 7.0% of the time while female employees were absent only 5.8% of the time.

2.2 Problems Faced by Women Workers

It has been stated that approximately seven out of ten people entering the work force in the 1980's will be women. It has also been stated that women work, as do men, primarily out of economic necessity and self-fulfillment; and the difference in educational levels and absentee rates for men and women in the labour force are negligible. In spite of the increased labour force participation by women, equality of education, regular work attendance patterns by women and their motivation to work, women are not gaining equality with men in the workplace. Rather, the wage gap is widening; and more specifically unemployment rates are higher for women and the following conditions exist:

2.2.1 Occupations

The position of women in the labour force is not improving. For 81% of working women, segregation into the traditional occupations ... clerical, service, professional-technical, and sales ... is still the norm.⁴

4. Hagerman, Dave. Discussion Paper, Women in Non-Traditional Jobs: A Revision of Manpower Policies and Programs, Women's Employment Division, CEIC, March 1979, Page 29.

For example, in Saskatchewan, Manitoba and Alberta, the 1982 figures show that 32% of working women were in clerical positions. Moreover, half of all women working in this region were employed in just two groups: clerical and service. Only very small numbers of working women (14%) are moving into the jobs traditionally held by men.⁵

2.2.2 Wages

Although it is evident women are working for economic survival and to support families, the wage gap between the sexes continues to grow. In 1975 the difference in average income between Saskatchewan men and women was \$6,814, while in 1981 the figure increased to \$10,015. This dollar difference exists even within the same occupational groups, where in 1972 and 1980 men earned almost twice as much as women. The gap is not closing. Equal pay for equal work is modified by companies that change women's titles and classifications.

2.2.3 Unemployment

In 1982 the Saskatchewan unemployment rate was 6.4% for women and 6.0% for men. However, not included in this figure are the hidden female unemployed who wanted jobs but did not believe work was available. Generally the unemployment rates of men are not affected by the growing participation of women in the labour force, for there is little competition from men for the lower paying jobs for which women often apply and conversely very little competition for higher paying jobs for which men apply.

5. Saskatchewan Labour, Working Women, Women's Division, February 1983.

2.3 The Problems in Education and Employment

2.3.1 Automation and its Effects

Since most working women are employed in the clerical and service occupations, special attention will be given to this area.

Clerical work will continue to provide a major source of employment for women, but not growth in employment opportunities. With the rapid expansion of informatics, much of the routine administrative and clerical work will be automated by word processors and computers producing the following effects:

- (a) Routine clerical work presently performed as part of a professional's tasks will be transferred to clerical workers and result in greater responsibilities for clerical workers, but not necessarily increased wages.
- (b) The employment areas of low and middle management will be eroded due to automation of supervisory tasks and basic office procedures.
- (c) Women having most recently gained access to middle-management will now experience cutbacks due to position redundancies and will consequently face unemployment.
- (d) Reductions in middle level positions will exaggerate the gap between clerical-supervisory positions and the highly technical and professional positions increasing the wage gap between men and women.

Occupational mobility within an organization will continue to become increasingly difficult since the demand for professional and technical expertise will be met through outside hirings. Training on the job will be almost impossible and there will be a much greater requirement for educational leave for employment. Women need to be informed as to what informatics is

doing to traditional clerical and administrative work so they can begin to plan for improved education and careers.

2.3.2 Education and Training Programs

The training of women continues to follow the traditional occupational patterns. For example, in apprenticeship programs where 3% of trainees are women, 85% of these women were in personal and service occupations.⁷

Earlier in this section it was noted that the difference in education levels between men and women in the workforce was negligible. However, the difference in types of educational training programs completed by men and women is of importance. Women's representation is highest in areas that are indirect and preparatory, including Language Training and Job Readiness Training. While there is nothing wrong with this type of training, women experience a lack of job-related programs, such as apprenticeship and skill training. Those women who have received university training tend to be graduates of the humanities, social sciences and some general sciences - areas where there are more graduates in general than available jobs. Women attending university are often receiving education which will ultimately result in them taking lower paying types of jobs. On the other hand, graduates in labour-oriented fields (male dominated disciplines) such as computer science, engineering, business administration, are not experiencing the same level of difficulty in securing employment.

2.3.3 Support Systems

Women continue to bear much of the responsibility for child rearing, care of the home and meal preparation. Financial responsibilities are a

7. Cohen, Leah, Technical Study 8: A Review of Women's Participation in the Non-Traditional Occupations, July 1981.

major concern especially for single parent families. Consequently, insufficient training and dependent care allowances for the most part deter, rather than encourage women to pursue educational leave opportunities.

2.3.4 Options

Women are not fully aware of the employment opportunities in occupations that offer higher wages and ultimately a sense of security. They need more encouragement and guidance to enroll in scientific and technical job-related fields. This often places much of the responsibility on career counsellors and human resource personnel. At this level, the attitude, education and biases of such counsellors may greatly influence the direction or program options provided to female workers. Presently some work is being done in this area. For example, CEIC has identified the need for a women's pre-trade course. Furthermore, CEIC has conducted workshops for its counsellors in an attempt to raise their awareness of women and education. Some of the topics covered were: myths about working women, sexual harrassment and counselling women to non-traditional occupations.

2.4.1 Placement in the Work Force

Women that presently choose non-traditional occupations are generally placed in small non-union firms. Positions are more readily available in these types of businesses where men have created vacancies in search of higher salaries, security and personal advancement. In addition, these small firms and businesses are subsidized for accepting female trainees. Upgrading women's skills is not sufficient if they are grouped into areas that provide insufficient opportunities for upward mobility, pay lower wages than industry standards, are subject to lay-offs, and lack the benefit of having a union to protect workers' interests.

2.4.2 General Barriers

Often attempts by women to move towards highly technical or non-traditional occupations are subject to opposition from a variety of sources. Confrontation usually begins with family and friends and moves on to male students, teachers, employers and eventually co-workers and supervisors. To ease some of this resistance toward greater presence by women in male-dominated occupations, it will be necessary to increase the public's awareness and consciousness. Greater efforts must be made to ensure that as equal members of a society, men and women should have equal opportunities for paid employment. This can only be achieved through the following types of programs:

- (1) Encouragement of adult basic education programs for under-educated women.
- (2) Skill and job related programs for women.
- (3) Provision of support services and flexible program design to allow women to gain access to training programs.
- (4) Affirmative action programs which serve to break down the barriers faced by women on matters of promotion, career choice and recruitment.

3. YOUTH

3.1 Labour Force Characteristics

There are a total of 540,000 young persons (15 - 24 years) actively in the Manitoba, Saskatchewan, and Alberta labour force. The participation rates for young workers in Manitoba and Saskatchewan is 67% in each province. The participation rate of young workers in Alberta is slightly higher at 70%. Young workers accounted for 26.3% of the labour force growth in Canada between 1976 - 1979. Due to the large number of young workers which have been entering the labour force and the general reduction in employment growth, high youth unemployment has been a policy and program issue since 1967. This procedure has been helped in recent years by the reduced number of young workers entering the labour force. Due to reductions in the total percentage of the Canadian population represented by young workers, the youth labour force is expected to remain numerically stable until 1985 at which time it will begin to decline in both relative and absolute terms.

The youth unemployment problem has been sustained recently, however, by the dramatic impact of the current recession on job reductions. This problem is expected to be most severe in Alberta where a large number of young workers migrated in the seventies to take advantage of that province's employment boom. Recent slowdowns in the oil industry, along with the cancellation of mega projects has caused a rippling effect of general job reduction in Alberta. As a result, many young workers frustrated with the lack of employment opportunities are beginning to return to their home provinces to seek employment.

3.2 Youth Labour Force Problems

There are essentially four major problems faced by young workers; high unemployment, low educational attainment, special education and employment problems encountered by young, native, and female workers, and occupational stereotyping.

3.2.1 Unemployment

Of the 540,000 young workers in the three prairie provinces, 100,000 are unemployed. Young workers comprise 41% of the unemployed work force in the three prairie provinces. The average unemployment rate among young workers is nearly 19% in the three prairie provinces or in other words twice Manitoba's unemployment rate, 2.5 times Saskatchewan's rate, and 1.7 times Alberta's rate.

As the Canadian economy weakened, employment opportunities for young workers became even more gloomy since youth are often the least skilled of all workers.

3.2.2 Low Educational Attainment

Much of the problem of youth unemployment is related to the low educational attainment of many young workers entering the labour force. In particular, young workers with low educational attainment problems are the most severely unemployed. In a study conducted by the Canadian Employment and Immigration Commission (CEIC) in 1980, it was found that 10% of the youth work force accounted for over 50% of the total months of youth unemployment. These workers were found to have been employed less than $\frac{1}{2}$ of their time in the labour force.

In terms of most employment opportunities, grade 12 is considered a minimum requirement for unskilled workers. A significant number of young workers do not have grade 12. In Saskatchewan, for example, an estimated 40% of young workers do not have a grade 12 education.

3.2.3 Special Problem Groups

The under-educated young worker continues to have the greatest difficulty securing employment. Severely unemployed youth tend to have the following characteristics: no specific skills, low education level (less than grade 12), live in high unemployment regions, have difficulty getting their first job, and most often are teenage females or native youth. Almost 50% of the unemployed in Canada are between 15 and 24 years of age and of this group 73% have less than a grade 12 education. Several factors affect these young workers in their decision to leave school or not finish their education. Among these factors are domestic problems related to unemployment patterns at home, and family attitudes toward education, social and peer pressures, alcohol and drug abuse, crime related problems and psychological stress.

3.2.4 Occupational Stereotyping

Occupations entered by young men and women, even with post secondary training, tend to follow typical sex stereotyping patterns. As is discussed in the section of this study dealing specifically with women, barriers are encountered particularly by women when they attempt to enter highly technical or job related education programs such as computer sciences, engineering and business administration. As a result, they continue to enter programs which produce more graduates than are absorbed by the job market. Occupational counselling programs are critical to improving the distribution of women and natives more evenly through occupations in the work force.

3.3 Program Requirements

Several programs for youth employment and career development are offered in Western Canada under the sponsorship of federal and provincial governments.

These programs include training and upgrading, job placement and employment counselling services. Various other related counselling and rehabilitation programs for problems such as alcoholism, drug abuse, mental illness, and crime are also offered.

In terms of employment related education programs for young workers, however, the required program emphasis is for comprehensive services directed at the following priority areas:

- (a) academic upgrading and basic adult education programs to insure young persons entering the labour market so they achieve at least a grade 12 standing.
- (b) dissemination of labour market information to help students make good decisions about their career paths, their important first job, as well as programs which tend to counter existing social barriers which naturally screen women and other disadvantaged groups from certain occupations. Programs such as those offered at the Resource Development Centers in Manitoba.
- (c) programs which are directed at severely unemployed youth to assist them in establishing positive employment patterns for their working life.
- (d) programs which provide a co-ordinated approach to education and on-the-job training programs.

These types of programs have been offered at centers such as the Adult High School in Winnipeg, and where such has been the case, pre-entry programs have provided a high return on investment for young people. In addition, part-time and/or summer employment along with employment experience programs while still a student have been positively related to later full-time employment for young workers. Employment experience programs must be better

designed in order to incorporate the views of organized labour. Several of these programs have been found to have several faults:

- (1) they do not provide for worker's compensation benefits to cover possible accidents
- (2) they are not teaching job skills, but rather exploiting young labour
- (3) they do not provide students with experience and familiarity with trade union roles.

Such features are important to providing not only a safe working environment for students, but also an effective and well balanced program which prepares students for the labour force. It is recommended that efforts be undertaken which seek to obtain union involvement in the design of these programs.

4. OLDER WORKERS

4.1 Introduction

Older workers have recently become an important consideration in the Canadian labour market. In the past, much of the interest in older workers was focused on issues such as the adequacy of pension arrangements and other social security questions. Recently, however, there has been a number of new issues raised with respect to this sector of the labour force. Three issues in particular have become the focus of this new discussion. The first issue relates to the need for older workers to continue in their jobs due to anticipated manpower shortages, or the inadequacy of pensions. The second issue relates to the special problems which unemployment causes for older workers and the third relates to the special problems they confront in the recruitment and selection process.

4.2 Older Workers Defined

Most conceptual views of older workers define them as 45 years of age and older. To many this age appears artificially low given that 45 years of age represents a point only slightly past the halfway point of the normal working life for the average person. However, the age 45 is used primarily because it represents the point at which workers begin to encounter the problems unique to older workers (i.e. difficulty in regaining employment once unemployed, biases against them in the recruitment process due to lower educational attainment, perceived immobility, etc.).

Older workers are uniquely characterized by a number of factors when compared to other work groups. For example:

- (a) they have higher employment stability stemming from infrequent job turnover

- (b) they have a generally lower unemployment rate than other workers, however, once unemployed they usually experience longer term unemployment, and have a tendency to become discouraged and withdraw from the labour force
- (c) older workers have low geographic and occupational mobility, since they are often part of two career households and have families at an age more difficult to move.
- (d) occupationally, they are heavily concentrated in slow-growth or declining industry sectors
- (e) they have a lower rate of retaining than younger workers
- (f) they are experiencing a declining rate of labour force participation despite an anticipated increase in older persons as a share of the working population.

4.3.1 Labour Force Characteristics

There are a total of 516,000 workers between the age of 45 and 65 in Manitoba, Saskatchewan, and Alberta. This represents 24% of the labour force in these provinces. If workers over 65 are included, there are 558,000 workers in these three provinces representing 26% of the labour force. Generally the prairie region of Canada has a lower percent of its total labour force represented by workers over the age of 45 than the rest of Canada which averages 29.6% of the work force represented by older workers.

4.3.2 Education Levels

In terms of educational attainment, 54% of workers over 45 years of age hold less than a grade 8 education, while only 16% have a university degree or diploma. This is because when older workers first entered the labour force there was much less emphasis on higher education than there

is today. As is shown in Table 4.1, the general level of education for older workers has been improving. This is due to the increasing popularity of continuing education which has occurred since the 1960's, however the increase in older workers with a university degree has been more than offset by the number of young workers entering the labour force with university degrees. As a result, older workers continue to experience a disadvantage in the recruiting process due to their lower level of education.

4.3.3 Occupational Profiles

Older workers tend to be concentrated in occupations or industry sectors where growth in employment opportunities have been declining. Workers over 45 are heavily concentrated in occupations such as religion (57.7%); agriculture (44.1%); personal services (38.6%); and fishing (35.4%). (See Table 4.2) Older workers are most concentrated in managerial positions, however, a large number of these workers are self-employed. This latter group would include a variety of professional and personal service occupations such as physicians, therapists, legal services, barber shops, retail stores and repair shops.

4.3.4 Industry Employment Profiles

Older workers are significantly under-represented in more recently developed occupational specialties (computer specialists, systems analysis, electronics engineers, social scientists, etc.). The slower influx of older workers into these occupations underscores the disadvantages older workers have due to lower educational attainment and lack of training they hold in areas which have experienced major technological changes. Instead, older workers tend to work in sectors of industry which have been experiencing slow growth (construction, transportation, utilities). (Table 4.3)

TABLE 4.1

Educational Attainment - Population Aged
45 Years or More, Canada, 1961, 1976

Level	Age group %					
	1976			1961 ¹		
	15-24	25-44	45+	15-24	25-44	45+
Grade 8 or less	7.2	19.1	53.8	34.7	39.6	58.5
Some Secondary School	47.7	28.6	13.1	41.1	34.0	23.5
Secondary School						
Graduation	16.4	11.5	7.5	20.5	18.8	12.0
Some Post-Secondary	16.2	12.2	9.5	2.8	3.7	2.6
Post-Secondary/						
University	12.5	28.6	16.1	1.0	3.9	2.6
(Graduation Diploma, Certificate or Degree)						
Total	4,478,410	6,214,770	5,421,485	1,683,770	4,820,918	4,569,4

Source: Census of Canada, 1961 and 1976

¹ Categories for 1961 are approximations.

1971 Grade 8 or less = 1961 No Schooling, Elementary

Some Sec. School = Secondary 1-2, 3 yrs.

Sec. School Graduation = Secondary 4-5 yrs.

Some Post-Secondary = Some University

Post-Secondary/University = University
Graduation

TABLE 4.2

Proportional Share of Occupational Categories for
Component Age Groups, Canada 1971 Census

	Total	Age Group - % -		
		15-24	25-44	45+
		% of occupational category		
Managerial	370,965	12.1	41.3	46.6
Natural Science	234,185	22.1	56.4	21.5
Social Science	79,000	21.9	49.6	28.4
Religion	23,265	3.3	41.7	57.7
Teaching	349,625	20.9	58.0	21.3
Medicine/Health	326,440	27.0	46.5	26.6
Artistic/Recreation	80,430	28.7	46.4	24.9
Clerical	1,373,480	34.6	39.1	26.3
Sales	815,845	22.6	41.4	35.9
Service	884,490	27.2	34.2	38.6
Agriculture	512,105	24.3	31.5	44.1
Fishing	27,245	22.4	42.2	35.4
Forestry	67,280	28.0	45.8	26.7
Mining	59,195	24.6	48.4	26.9
Processing	334,875	25.4	43.2	31.5
Machining	240,945	19.2	49.2	32.0
Product Fabricating	634,260	20.9	48.0	31.0
Construction	568,420	18.6	48.3	33.1
Transport	338,400	17.0	51.0	31.9
Material Handling	205,860	33.6	39.1	27.4
Other Crafts	108,785	18.6	45.7	35.7
Not Elsewhere				
Classified	904,990	30.7	36.9	32.4
Total	8,540,085	25.3	42.3	32.3

TABLE 4.3

Proportional Share of Industrial Sectors
for Component Age Groups, Canada 1977

	ALL (000)	Age Group - % -		
		15-24	25-44	45+
Primary	711	23.5	38.7	38.0
Manufacturing	1,914	22.4	47.6	30.0
Construction	641	22.9	50.7	38.0
Trade	1,695	32.0	40.7	27.3
Transportation, Utilities	829	21.0	48.0	36.9
Finance, Insurance Real Estate	536	28.5	47.0	24.4
Service	2,720	25.3	47.9	26.8
Public Administration	707	20.9	47.7	31.0
Total	9,754	25.1	46.1	28.8

Source: Statistics Canada, Labour Force Survey.

Older workers suffer from the social bias that their greater age can be equated with low job performance. Although workers in the 25 - 34 age group are noted as having the highest output per hour⁸, there is much wider variance of output per man hour within age groups themselves. In other words, it is equally as probable for a man of 55 years of age to have high job performance as it is for another man of 30 to have low job performance levels.

4.4 Participation Rates

Older workers represent about 24% of the work force. Of all Canadians 45 - 65 years of age, approximately 62% participate in the labour force. The participation rate for older workers in Manitoba, Saskatchewan, and Alberta is 70%, significantly higher than Canada as a whole. In terms of future participation rates by workers 45 - 65 years of age, while they will not increase in absolute terms, they will comprise a higher percentage of the labour force due to a declining population of younger workers. This higher relative share of the labour market will occur in spite of the increasing tendency toward early retirement. Older females are expected to maintain more attachment to the labour force and in fact are projected to increase their participation by 9% by 1990, largely due to the necessity for them to work.

4.5 Older Workers and Pension Security

The higher portion of the population comprised of retired persons presents important questions as to the ability of existing pension schemes and social security programs to provide a sustained comfortable lifestyle for these persons. It is generally acknowledged that the Canadian economy

8. United States, Conference Board, Older Workers and Retirement (Report No. 738 New York: 1978), pp 14ff.

will be able to support this relatively larger aged population so long as there is no qualitative change in the support demands of senior citizens. Such is likely not to be the case, however.

Most pension funds have experienced difficulty keeping up to the rate of inflation. In addition, as the standard of living increases in Canada there will be continued pressure to increase pension benefits and to provide retired workers with a comfortable lifestyle in the future. Greater pension portability and vesting arrangements are necessary, otherwise there will be continued pressure from workers 65 years of age to be able to continue working as a result of the economic necessity to do so.

4.6 Older Workers and the Labour Force

It has been argued by some that by 1990 Canada will begin to experience labour shortages for particular skills and that there will be a need to hold more persons 65 and over in the labour force. These projections are based in part on trends and economic cycles and do not take into consideration the nature of technological changes currently being realized. Indeed, or it appears now, the problem will rather be a rapid over supply of labour - especially that contributed by the types of skills which older workers provide. Early developments to pension plans which provide greater security through support of the federal government, encourage the development of vesting arrangements, portability and nationalization of pension funds could provide for much easier social adjustment to reduced labour requirements since they would make early retirement schemes more workable.

4.7.1 Extended Employment Past Age 65

As indicated in the previous section, the increased number of older workers in the labour force and the need for older workers to continue

their employment beyond 65 due to pension inadequacies present major problems for older workers. Given that many older workers lack sufficient formal academic education, and are concentrated in slow growth industry sectors, there will be a need to provide educational opportunities for older workers so that they can continue employment to retirement. There will also be a need to restructure pension systems and social security benefits so that these do not force workers to continue participating in the work force through part-time or extended work beyond retirement, which will ultimately result in jobs being consumed which would otherwise be available for younger workers.

4.7.2 Unemployment

Persons aged 45 years and older experience among the lowest rates of unemployment. In March, 1983 the unemployment rate for persons 15 - 24 years of age was 26.2%. For the same period, the unemployment rate for workers aged 45 - 64 years was only 10.1%. Older workers have typically enjoyed $\frac{1}{2}$ the unemployment rate of young workers. Older workers, once unemployed however, have a higher probability of remaining unemployed for a longer period of time. Between 1976 and 1979, for instance, the average duration of unemployment for youth was 13 weeks. For adults 45 years and over the average duration of unemployment was 18 weeks. Even for a period of 6 months after unemployment insurance claims had been exhausted, 35% of persons under 20 years of age had not found work, whereas 58% of workers over 45 had not found work.

One reason for older workers having more difficulty finding work is their lower level of educational attainment relative to younger workers. Even when older and younger workers have similar educational levels, younger workers still find it easier to obtain work. (Table 4.4)

TABLE 4.4

Percentage of Unemployed Without Work for 14 Weeks or More
in Each Age and Educational Attainment Category, Canada

Age	None or Elementary	High School	Some Post- Secondary	Post-Secondary University Graduation
20-24	48	42	34	31
25-44	47	44	31	34
45-64	55	52	38	36

Source: Statistics Canada, Labour Force Survey, April 1977,
tabulations from micro-data tape.

Unemployment is particularly more difficult for older workers than for young workers. This is due to the fact that more workers aged 45 and older are heads of households. It is occasionally argued that unemployment is more difficult for young workers because they earn less money. Unfortunately, such is not the case (see Table 4.5). About 56% of older workers 45 years of age or older each earn less than \$13,000 per year; where as 40% of young workers are in the same situation. This indicates that the financial hardship from long term unemployment is greater for older workers.

4.7.3 Recruitment for Employment

Most employers recruit staff which best serve the goals of their organization. Unfortunately for older workers this service is often defined quantitatively in terms of potential years of service, and qualitatively in terms of the potential willingness of the workers to relocate should the need arise. Because of their fewer number of years to retirement, the trend toward earlier retirements, and the generally greater problems faced by older workers in relocating, they are often passed over in the recruiting process. Other reasons older workers are passed by relate to

TABLE 4.5

Per Cent Distribution by Family Income
Level of Persons on UI Claim for
Less Than 13 and More Than 14 Weeks
by Major Age Group

Age group and duration of claim	Income less than \$13,000	Income greater than \$13,000	Total
	(per cent)	(per cent):	
<u>Age 15-24</u>			
Less than 13 weeks	40	60	100
More than 14 weeks	52	48	100
<u>Age 25-44</u>			
Less than 13 weeks	37	63	100
More Than 14 weeks	42	58	100
<u>Age 45-64</u>			
Less than 13 weeks	47	53	100
More than 14 weeks	56	44	100

Source: CEIC, Survey of Unemployment Insurance Claimants Six Months After Their Claims Ended (Ottawa: Policy and Program Analysis, July 1978).

their fewer years to retirement and also fewer contributions to company pension funds - a direct result of ineffective pension systems in Canada. Other workers are often passed over also because they should be paid higher wages.

Older workers, as was already mentioned, are also concentrated in slow growth occupations and industry. Thus older workers are competing more with one another for fewer positions. Due to their lack of academic training, they are unable to compete in the more high growth industries as was previously mentioned.

4.8 Implications For Educational Leave

The Canada Manpower Training Program was originally designed to provide mid-life career training opportunities for adults. The participation rate of older workers in these programs was declining, however it is now increasing again due to the number of permanent lay-offs in the work force. It is also due to the inappropriate design of many training programs as well as the pure limitation on the number of programs available. In terms of design requirements, a recent evaluation of training programs in the United States revealed several features which should be incorporated in retraining programs for older workers. For example adults over 40 have more difficulty than younger people in learning new tasks:

- (a) when current standard methods are not used
- (b) if they have a low level of educational attainment
- (c) have been performing routine tasks
- (d) cannot see the practical relevance of what they are being asked to learn
- (e) are in a situation marked by frequent distractions

- (f) already have considerable experience in the particular training field
- (g) have to rely on note memorization as a learning technique.

Based on these difficulties, any government sponsored or paid educational leave programs will have limited effects if these barriers to adult education are not considered in the design of programs. Older workers, like all other students, require educational approaches tailored specifically to them and not just borrowed from systems designed for students of other ages and educational backgrounds.

On the positive side, older workers are demonstrating that they have a good deal of interest in retraining. Various manpower committees, which have been struck under CEIC sponsorship to deal with company lay-offs, have found an increasing responsibility on the part of older workers in retraining programs for employment. Equally many older women re-entering the labour force after an absence from paid work for child rearing purposes, are also expressing interest in retraining.

In view of the increased interest in training on the part of older workers, and the potential need to have these workers in the labour force, a logical argument is clearly warranted for improved educational leave programs.

5. INDIGENOUS PEOPLES

Western Canada's indigenous population consists principally of Status Indians, Non-Status Indians and Metis. Unfortunately sufficient time was not available to study indigenous peoples in each of the Provincial/Territorial jurisdictions in Western Canada. As a result, I have examined only the Saskatchewan situation in detail. However, it is very likely that issues and problems surrounding labour force participation by Natives in Saskatchewan are similar to Manitoba and Alberta.

There are no firm estimates as to the population of indigenous people in Saskatchewan. The recent 1981 census indicated an unusually low population figure that has been flatly refuted by Native organizations. The problem of statistically identifying population size is even greater for Metis organizations. In undertaking a census the individual identifies racial origin. In the case of Metis persons, they may or may not choose to identify themselves as Metis.

Table 5.1 provides an estimate of Status, Non-Status and Metis population in Saskatchewan. It is currently thought that the population of Non-Status and Metis people in the province is twice as large as the Status population (i.e. 80,000 vs 40,000).

5.1 Population Profile

The Province's indigenous population is undergoing major demographic shifts. There has been a major increase in the urbanization of Native People in Saskatchewan accompanied by attendant socio-economic adjustment problems. The Non-Status and Metis component is more highly urbanized than Status Indians. However, current projections indicate that, in the future, 50% of the Province's Status population will live in urban centres.

TABLE 5.1ESTIMATE OF NATIVE AND INDIAN POPULATION
IN SASKATCHEWAN

	Total Non-Status, Status and Metis <u>Population</u>	Working Age Population <u>15 years and over</u>
Regina/Saskatoon	30,000	16,410
Other Cities	18,000	9,896
Other Province	63,000	34,461
Northern Administrative District	<u>18,000</u>	<u>9,896</u>
TOTAL	129,000	70,613

5.2 Labour Force Participation

Regarding labour force participation, there is considerable variation throughout the province. Native people generally have a lower labour force participation rate than the non-Native population. Unemployment rates are significantly higher, varying between 35% and 75%, depending upon geographic location and economic base. In northern settlements, community unemployment rates as high as 80% are experienced. Generally it is sufficient to say that Native unemployment in Saskatchewan is socially and economically unacceptable.

The reasons for poor labour force participation by indigenous people are complex. However, perhaps the single largest factor relates to training and education. Lack of education, training and skills has resulted in many Native people being "structured-out" of effective (income) labour force participation. Unfortunately little analysis has been carried out in regard to Native labour force participation that would provide a more comprehensive understanding of the problems faced by Native people in achieving more effective labour force participation.

Perhaps the most definitive examination of Native labour force participation in Saskatchewan was the November, 1981 Omāwī-Atoskēwin (Working Together) Conference. Conference participation included the business community, organized labour, all three levels of government, Native organizations and education and training institutions. In a paper on economic trends and directions a profile of Native labour force participation was given. A sample of 11,647 Native people in Saskatchewan was undertaken to determine a comparative occupational profile. Table 5-3 graphically displays the results of this survey. From this analysis a dramatic picture unfolds, indicating considerable difference between the employment profile for Native people in Saskatchewan compared to the

employment profile for the Province as a whole. There is a much greater concentration of Native people in unskilled to low-skilled occupations such as general labourer and construction.

Although Table 5-4 shows a fairly high participation of Natives in management occupations, this is due to the fact that many of these managers are in charge of social development agencies for Native persons and are the sole employees of these organizations.

Table 5.2 provides greater occupational detail on Native occupational participation at a more detailed level of occupational classification.

Current estimates indicate that less than 10% of the Province's Native population has post-secondary education. Current participation rates for young Natives (18 to 21 years of age) in post-secondary education are very low at only 2.5%. Statistics in regard to Native women indicate even lower levels of education and labour force participation rates. Less than 30% of Native women of labour force age participate in the provincial labour force. (This is an urban participation rate and would be substantially lower in rural areas). Native female enrolment in educational institutes decreases, beginning as early as Grade 3. Table 5-3 provides an educational profile of Native people in Winnipeg which underlines the poor education levels for Natives and in particular Native women.

5.3 Program Initiatives

There is a myriad of organizations, programs and initiatives aimed at improving the socio-economic conditions of Native people. Both Native organizations and governments have tended to concentrate on economic models involving the development of Native commercial/industrial enterprises with limited success. There has been increasing interest in facilitating more effective labour force participation through

training and career development. Recent amendments to the National Training Act and Skills Growth Fund have seen significant proposals by Native organizations for training and employment programs and facilities. New and innovative training concepts have been developed to increase Native education/training and ultimately labour force participation.

5.4 Issues

A number of issues are associated with Native education, training and labour force participation. Obviously existing systems have failed and successful program development has to be unique in the case of Natives. In general, Native people require greater support systems in assessing both training and employment. There must also be a significant Native involvement in the design and administration of education, training and employment programs.

The following recommendations arose from the previously mentioned Working Together Conference and represent a succinct and common consensus on Native training and career development:

OMANMAWI-ATOSKEWIN: WORKING TOGETHER CONFERENCE

NOVEMBER 22 - 25, 1981 - REGINA, SASKATCHEWAN

Proceedings and Recommendations in Regard To:

-- TRADES TRAINING AND CAREER DEVELOPMENT --

41. That access to training and training facilities for Indian and Native peoples be improved.
42. That innovative ideas in trades training be used, such as radio school, portable classrooms, and temporary use of other facilities.

43. That a technical institute be established in northern Saskatchewan with heavy reliance on Indian and Native educators.
44. That the opportunity for more knowledgeable occupation and career choices by Indian and Native youth be made possible by:
 - initiating Career Days in grades 7 and 8 and in high school to provide job counselling and career orientation with input from the community, labour, government, and the private sector.
 - establishing occupation and career information seminars for Indian and Native instructors/teachers so they can inform students who cannot be reached by Career Days.
 - establishing Co-op and Work Study programs and expanding the current practice of student visits to businesses.
 - establishing a career magazine.
 - establishing career workshops in schools allowing students to meet with, and learn from Indians and Natives in businesses, trades and the professions.
 - introducing an accredited trades training program at the high school level to provide uniform training to all students.
 - introducing Career Development Information Programs at the secondary and post-secondary school levels.
 - introducing a Career Education Program at the elementary school level.
45. That the quality of trade and skill training of the Indian and Native labour force be improved by:
 - addressing training dollars to long-term training for permanent jobs as opposed to short-term, dead-end training.
 - using employer generated labour needs, projections when planning training programs, enabling Indian and Native peoples to train and compete for realistic employment opportunities.
 - encouraging employers to train existing employees in new technologies and to provide continual on-job training to develop and up-grade the skills and abilities of Indian and Native employees.
 - joint administration of training programs by the private sector, government, and Indian and Native organizations.
 - reducing the number of provincial and federal training and information agencies to two or three, thereby increasing their effectiveness and preventing "training treadmills".
 - requiring industry to provide in-house training programs.

COMPARISON OF PROVINCIAL AND NATIVE OCCUPATIONAL PROFILES

	PROVINCIAL OCCUPATIONAL PROFILE				NATIVE SAMPLE OCCUPATIONAL PROFILE			
	#	%	#	%	#	%	#	%
Managerial, Admin, Prof.			69,470	16.7			663	10.9
Man., Admin.	17,080	4.1			265	4.2		
Nat. Sci.	7,405	1.8			-	-		
Soc. Sci.	4,885	1.2			140	2.2		
Religion	1,350	.3			-	-		
Teaching	16,905	4.1			153	2.4		
Med./Health	18,745	4.5			128	2.0		
Arts/Rec.	3,100	.7			7	.1		
Clerical			51,790	12.5			391	6.2
Sales			42,170	10.2			63	1.0
Service			42,010	10.1			584	9.3
Primary			*66,285	16.0			761	12.1
Farming	61,725	14.9			408	6.5		
Fishing/Hunting	640	.1			267	4.2		
Forestry	1,485	.4			55	.9		
Mining	2,435	.6			31	.5		
Processing			29,900	7.2			104	1.7
Processing	6,205	1.5			-	-		
Machining	4,985	1.2			37	.6		
Prod. Fabric.	18,710	4.5			67	1.1		
Construction			24,475	5.9			522	8.3
Transportation			17,340	4.2			144	2.3
Mat. Hdlg./Oth. Crafts			11,755	2.8			-	-
Mat. Hdlg.	7,665	1.8			-	-		
Other Crafts	4,090	1.0			-	-		
General Labourer			55,600	13.4			2,179	34.6
Occ. N. E. C.			4,170	1.0			860	13.6
TOTAL			414,965	100.0			6,301	100.0

Table 5-3

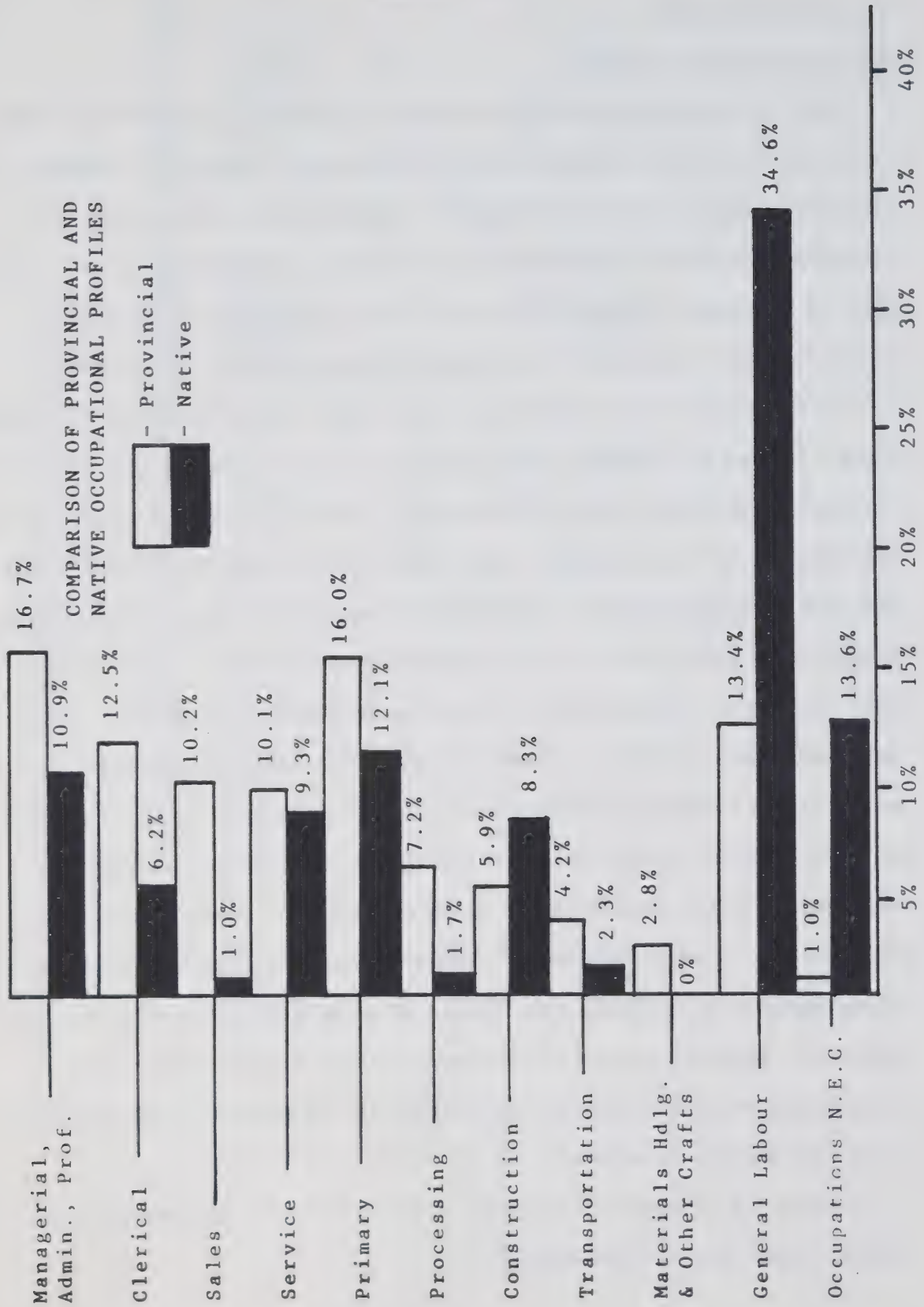
LEVELS OF FORMAL EDUCATION BY SEX AND NATIVE GROUP, NATIVE AND
TOTAL CITY POPULATION, WINNIPEG, 1980

Subgroup	Level of Education				Total
	≤5	Grades Completed 6 - 10	11 - 13	Post - Secondary*	
Status Indians					
Males	117 (13.0)	592 (65.6)	118 (13.1)	75 (8.3)	902
Females	296 (18.7)	980 (61.8)	213 (13.4)	96 (6.1)	1,585
Total	413 (16.6)	1,572 (63.2)	331 (13.3)	171 (6.9)	2,487
Métis/Non-Status Indians					
Males	202 (10.1)	1,141 (57.3)	466 (23.4)	182 (9.1)	1,991
Females	333 (12.1)	1,571 (56.9)	678 (24.6)	179 (6.5)	2,761
Total	535 (11.3)	2,712 (57.1)	1,144 (24.1)	361 (7.6)	4,752
Total Native					
Males	319 (11.0)	1,733 (59.9)	584 (20.2)	257 (8.9)	2,893
Females	629 (14.5)	2,551 (58.7)	891 (20.5)	275 (6.3)	4,346
Total	948 (13.1)	4,284 (59.2)	1,475 (20.4)	532 (7.3)	7,239
Total City**					
Males	8,375 (4.4)	67,830 (36.0)	46,230 (24.5)	66,210 (35.1)	188,645
Females	10,805 (5.1)	78,105 (36.9)	58,735 (27.8)	63,790 (30.2)	211,435
Total	19,180 (4.8)	145,935 (36.5)	104,965 (26.2)	130,000 (32.5)	400,080

* Includes post secondary, university and non-university education.

** Source: 1976 Census, Cat. No. 95-831, p. 3.

TABLE 5-4



6. THE HANDICAPPED

6.1 Labour Force Profile

Unfortunately there are few statistics available for Western Canada as to persons whose employability is limited as a result of a physical or mental handicap. A survey of agencies representative of persons with handicaps provides a "conversational" estimate. Generally, it is estimated that in different countries up to 10% of the population is born with varying degrees and types of handicaps, whether physical or mental.

Although the above estimate provides some indication as to the target group, it does not indicate what portion of the handicapped population is precluded from labour force participation, either in full or part, due to the severity of the handicap. There has been no research carried out in the form of an assessment of handicapped people to indicate where fuller labour force participation could be possible or enhanced. Again, I only rely upon "conversational" estimates obtained from agencies associated with this target group. A survey of non-profit agencies representing the mentally and physically handicapped indicates that only 15 to 20 percent of their clients could work in an industrial or business setting. The residual 80 to 85 percent cannot sustain sufficient productivity levels required for gainful employment. Labour force participation for this large residual is normally facilitated in an activity centre or sheltered workshop. However, social assistance is often required in the form of income support even though the individual may be working in an activity centre or sheltered workshop.

Table 6.1 provides an estimate of the portion of the Western Canadian labour force that is handicapped.

TABLE 6.1

ESTIMATE OF HANDICAPPED LABOUR FORCE POPULATION/PARTICIPATION

Estimate of Component of Labour Force with Mental or Physical Handicap					
	Population 1981 Census	% of Population with handicap	% of Labour Force Age 15 - 65	% Obtaining Gainful Employment	% Requiring Income/Employment Support
Manitoba	1,026,241	102,624.1			
Saskatchewan	968,313	96,831.3	@ 63%	@ 15 - 20%	@ 80 - 85%
Alberta	2,237,724	223,772.4			
Northwest Territories	45,741	4,574.1			
	4,278,019	427,801.9	269,515.2	40,427.3 - 53,903.0	215,612.2 - 229,087.9

6.2 Program Support

Both Provincial and Federal Governments have programming in place to support more effective labour force participation by handicapped individuals. Of that portion of the target group (40,427 to 53,903 individuals) that could achieve effective (income) labour force participation, support services are required in the form of placement, counselling and possibly facilities' renovations. The Canada Employment and Immigration Commission has special needs counsellors that assist handicapped persons seeking employment. In addition, employment sponsors can receive federal assistance to install special facilities related to access such as wheelchair lifts and ramps.

In the case of provincial governments, various provinces have implemented employment support programs of their own. Generally, the provinces tend to co-ordinate their efforts with those of non-profit agencies representing handicapped people. The non-profit agencies attempt to provide a full spectrum of support services to handicapped people from life support to employment support.

Employment support is principally directed at that portion of the target group (215,612 to 229,088 individuals) not likely to achieve effective participation in the conventional labour force. However, a small percentage of handicapped people do "graduate" from the sheltered workshop environment into the conventional labour force. The vast majority of handicapped people, capable and desirous of employment generally obtain limited to full employment in a sheltered workshop environment.

Within the sheltered workshop environment, there are three levels of activity beginning with activity centres where employment and productivity expectations are minimal. The next level is a sheltered workshop where handicapped employees work at various productive levels. The workshop

is often not a viable commercial centre and requires subsidization due to lack of employee productivity. The third level of activity is somewhat of a new concept and centres on the operation of viable industrial centres. In other words, near full productivity is expected of the handicapped employee and the goods and services sold are competitively priced and sold in the commercial market.

6.3 Sheltered Sweatshops

Perhaps the single most sensitive issue to surface over the current decade is the perception of the sheltered workshop engaged in unfair labour practices. Many sheltered workshops operated by non-profit agencies pay less than minimum wage to their employees. The rationale for this is that the workshops operate at a deficit and there is not sufficient income generated through the sale of products to pay wages higher than minimum wage. In addition, employee productivity, it is argued, is not sufficient to warrant even a minimum wage. The workshops argue that paying higher wages would quickly end the workshop and as a result no one benefits. Unfortunately this issue has not been resolved and it continues to plague the operation of sheltered workshops in Western Canada.

6.4 Industrialization

The concept of industrializing sheltered workshops has increasingly captured the attention of both governments and non-profit agencies. As indicated previously, this concept involves moving towards the operation of viable business concerns employing handicapped people. At best, this might only provide viable employment for only 15 - 20% of the target

group. It has been encouraged by governments who see it as an alternative to the continuing subsidization of workshops by government.

6.5 Lack of Work Incentives

Another problem impacting upon sheltered workshop employment is the federal - provincial income security system. For handicapped persons who require income support, there is little incentive to work in a sheltered workshop or in the conventional labour market unless the wages paid are much greater than income support. Often, the sheltered workshop recognizes this and pays the individual accordingly (i.e. less than minimum wage) in order that the individual does not lose income security benefits.

7. MIGRANTS FROM OTHER REGIONS

The primary role of programs in Canada which encourage and facilitate labour force migration is to fill labour supply shortages in specific regions. Strategically, mobility programs are generally viewed as an alternative or supplement to training, as a method of meeting local shortages of critically required labour skills. A common myth associated with the labour force and the related rationale for mobility programs is that workers basically resist relocation for work and simply have a desire to remain where they are. While this is somewhat more the case for certain parts of the country, the criticism many workers have of mobility programs is that they are not given sufficient flexibility as to where they can move.

Migration programs for workers should not be viewed as a necessarily easier program to meeting local labour force problems than training. Moreover they should not be viewed as a quick solution to resolving local manpower over-supply problems (i.e. moving workers out of high unemployment problems). Some advocates of migration programs have in the past suggested that migration programs be expanded significantly to provide for the movement of unskilled workers. There are particular dangers in looking at migration programs in this fashion. Large-scale movement of workers (particularly unskilled) to regions with higher growth can result in the creation of two major problems:

- (1) Such efforts may have the effect of "ghettoizing" long established communities which would have been better served by a comprehensive industrial development program rather than one which seeks to simply remove much of its temporary over-supply of labour.
- (2) Massive migration of workers causes additional social pressures in

communities receiving these workers if sufficient provision of support systems (schools, housing, etc.) is not given attention. In such cases, it is difficult to achieve a smooth absorption of these new workers into the local community. Unskilled workers are particularly susceptible to layoffs and economic downturns and when this occurs it puts extra stress on social service agencies. Perhaps the most notable example of the worst effects of this problem have been experienced recently by the City of Calgary.

While there is a place for programs which encourage or facilitate relocation, they should not be viewed as replacements to programs aimed at training and employment development in communities that are having local labour force problems, such as high unemployment due to large numbers of inappropriately skilled workers.

8. WORKERS IN REMOTE AND ISOLATED AREAS

The vast expansiveness of Canada creates special labour problems faced by many small isolated communities. These problems are particularly serious in western and northern Canada where there is the added problem of poor access to community colleges, vocational and technical schools and universities. The requirements for skilled manpower have become extremely critical in recent years as installation of new resource development projects, pipelines and transportation systems have occurred.

In such areas, educational programs which are highly innovative and mobile in their approach are required on a regional basis so that local people can take advantage of these local employment opportunities.

Canadians who move from isolated areas to look for employment in more densely populated areas, encounter a number of unique problems which must be met through special educationally related support services - many of which have been outlined elsewhere in this report.

The challenge of providing educational opportunities for workers in remote areas is not easily met. Much of the problem of education in this region is concerned not only with the proper design of programs with proper cultural biases, but also to provide for more innovation in delivery systems (via satellite, television, films, video cassettes and radio). Where these methods are not practical and workers must leave remote regions to receive training through existing institutions, educational leave programs must give adequate attention to transportation, room and board, and other forms of living assistance.

9. RECOMMENDATIONS

If the Federal Government of Canada is to illustrate sincerity for the advancement and development of educational programs for Canadian workers it is imperative that they seriously consider implementing the following recommendations.

9.1 A thorough review of recommendations in the "Inquiry on Educational Leave and Productivity" by R.J. Adams along with the positive recommendations emanating from the "Skilled Development Leave Task Force" with the view of implementing necessary federal legislation to ensure the advancement of workers education as a right not as a privilege in a democratic society.

9.2 That the Federal Government proceed immediately to implement, by legislation, I.L.O. Convention 140 on Paid Educational Leave as ratified by Canadian government representatives to the governing body of the International Labour Organization. This legislation would ensure all employees under federal jurisdiction their full entitlement to Paid Education Leave and encourage provincial jurisdictions to follow the lead of the Federal Government of Canada.

9.3 That the Federal Government set up a uniform levy-grant system taxing all employers for costs related to the vocational and technical training of Canadian Workers.

9.4 Encourage a joint labour-management approval to sector training and education on an industry by industry basis placing exclusive control with the respective parties. This approach must ensure employment and income security.

9.5 Provide legislation giving union and/or non-union workers the right to elect an education steward, who in turn, would counsel workers in available

education programs. Necessary counselling time would be made available at no loss of income.

9.6 That the right of all Canadians to elementary, secondary and post-secondary education be legislated.

9.7 That a system be established whereby workers could bank credits toward an extended Paid Education Leave for the purpose of advancing their basic adult education.

9.8 To assist Provincial Governments to expand existing paid educational leave programs, for example:

(a) The Government of Saskatchewan's Occupational Health and Safety division Department of Labour, presently has legislation requiring employers to provide Paid Educational Leave to members of workplace Occupational Health and Safety Committees.

(b) The Government of Alberta provided the Alberta Federation of Labour with a grant valued at \$350,000 for training of workers relating to the Alberta Government's Occupational Health and Safety Legislation.

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